



Naval Support Activity Norfolk Naval Shipyard

2016 Secretary of Defense
Environmental Awards
Cultural Resource Management – Installation

Introduction and Background

An integral part of the nation's military history, the Norfolk Naval Shipyard (NNSY) serves as the oldest continuously-operational shipyard in the United States. NSA NNSY is comprised of several noncontiguous areas located in Portsmouth and Chesapeake, Virginia on the Southern Branch of the Elizabeth River. Encompassing a total area of approximately 1,275 acres, it is one of the largest shipyards in the world.



Its origins stretch back to the British Colonial Period and connect to the country's naval foundations. The site of what is now the NSA Norfolk Naval Shipyard has been a working shipyard since 1767, then known as the Gosport Shipyard. In 1798, the newly created Department of the Navy chose the Gosport Shipyard as a major location for building and servicing its ships, launching its first ship the U.S.S. *Chesapeake* in December of 1799. With its ideal position along the Elizabeth River, the Navy further recognized the shipyard's potential and purchased the shipyard from Virginia in June of 1801. The construction of the country's first operating dry dock in 1827 further solidified the importance of the base for ship repair in the Chesapeake.

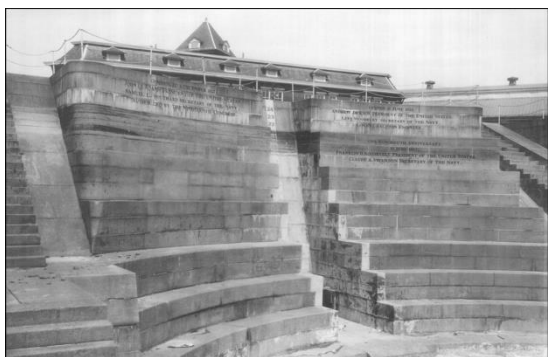
During the American Civil War, Gosport's geographic position and status as a southern shipyard made it a target for both Union and Confederate Armies. After the outbreak of the Civil War in April 1861, the Virginia government once again seized Gosport. The Confederate Navy salvaged the hull of the U.S.S. *Merrimack* which had been burned during the Federal evacuation. With the addition of steam engines and metal superstructure over the hull, it was rechristened the C.S.S. *Virginia*, and in March 1862 famously engaged the U.S.S. *Monitor* in the world's first clash between ironclad ships. Union forces re-took Portsmouth in May 1862, but the Confederates had largely disabled the Gosport Shipyard, leaving only the dry dock, officers' quarters, and a boiler shop intact. It was at this time that the installation was redesignated as the U.S. Navy Yard, Norfolk, Virginia.

World Wars I and II brought considerable development to the shipyard, with the addition of almost 100 new buildings and support structures in the 1910s. By the end of the Second World War, more than 250 new ships had been commissioned and thousands of ship repairs had been completed. At the end of World War II, the shipyard was officially designated Norfolk Naval Shipyard. NNSY is now a multifaceted shipyard specializing in repair, overhauling, and modernizing U.S. Navy ships, aircraft carriers, and submarines.

Today the primary mission of NNSY is to provide logistic support for assigned ships and service craft; perform authorized work in connection with construction, conversion, overhaul, repair, alteration, dry docking, and outfitting of ships and craft, as assigned and perform manufacturing, research, development and test work, as assigned; provide services and material to other activities and units, as directed by competent authority. NNSY employs approximately 12,000 civilians and 400 active duty military personnel and hosts 41 tenant commands.

Program Management

With a land rich in history and vast in acres of land, NNSY and its special areas have 125 historic buildings and structures (excluding the 9 historic privatized housing assets) and 15 identified archaeological sites portraying a diverse range of history. The shipyard's buildings, structures, and sites vividly evoke the Navy's history between past and present. Huge industrial buildings and structures, including the Hammerhead Crane and several dry docks, dominate the main shipyard site. These, combined with the smaller-scale brick buildings in the Gosport Yard area, continue to fulfill the Navy's mission today. The architectural elegance of the shipyard's oldest quarters contrasts markedly with the purely utilitarian design of the later 20th century, vast industrial buildings which still convey the vital mission of the shipyard. Two National Register of Historic Places (NRHP)-eligible historic districts have been identified, the Norfolk Naval Yard Historic District and the St. Juliens Creek Annex Historic District.



1933 photograph of the head of Dry Dock #1

NNSY is home to the oldest operational dry dock facility in the United States, which has remained in service since its completion in 1834. Its history includes the refitting of the U.S.S. *Merrimack*, which was modified to be the Confederate Navy ironclad C.S.S. *Virginia*. It was declared a National Historic Landmark in 1971.

Additionally, Quarters A (Building 700), Quarters B (701), and Quarters C (Building 702) are individually listed on the NRHP.

The NNSY cultural resources program has been established for several decades with the listing of Dry Dock 1 in the NRHP in 1970. Today the program is managed regionally by the Commander, Navy Region Mid-Atlantic (CNRMA) Environmental Core Cultural Resources (CR) Team. The CR team consists of three staff members who fully meet the Secretary of the Interior's Professional Qualifications for archaeology and architectural history and provide day-to-day cultural resources management to the six Navy installations in the Hampton Roads area of Virginia. The architectural historian of the CR team is dedicated as the Cultural Resources Manager (CRM) for the NSA Norfolk Naval Shipyard, and she works closely with the Public Works Department (PWD) Portsmouth on implementing the program.

Intact brick paving just below the asphalt on Sloat Street



Since the establishment of the CR program, the installation has been a good steward of cultural resources striking a balance between cultural resources management and mission readiness. Over the years, NNSY has made strides in identification of cultural resources. These strides include eighteen (18) architectural evaluations with the most recent being a survey of all resources from 1942 through 1962. This survey effort yielded one potentially significant Cold War resource at the main site. Additionally, the completion of fourteen (14) archaeological investigations resulting in approximately 77% of the installation surveyed. These identification efforts provide a critical framework to implement a program that avoids or minimizes impacts to cultural resources while supporting the mission of the installation.



In January 2014, CNRMA signed the Regional Integrated Cultural Resources Management Plan (ICRMP) for Naval Installations in Hampton Roads, Virginia, which includes NSA Norfolk Naval Shipyard. The ICRMP is a living document and annual updates include resource and contact changes. In addition, CNRMA executed a Programmatic Agreement (PA) for the Navy's Historic Buildings in Hampton Roads in 1999, which includes St. Juliens Creek Annex Property at NNSY. The PA enables the Navy to streamline the Section 106 review process for specific undertakings involving historic buildings and specifically enables St Juliens Creek Annex to have a more efficient cultural resources program. NNSY's main site is not currently included in the Regional PA since the shipyard was not a CNRMA installation when the agreement was executed, but a draft amendment to the Programmatic Agreement has been prepared to incorporate the historic district into the Regional PA.

Associated with a strong cultural resources program are valuable partnerships with external stakeholders including the Virginia Department of Historic Resources (also known as the State Historic Preservation Office (SHPO)), the Advisory Council on Historic Preservation, the National Park Service, National Trust for Historic Preservation, the Pamunkey Indian Tribe, the United Keetoowah Band of Cherokee Indians in Oklahoma, the Catawba Indian Nation, the Cities of Portsmouth, Norfolk, and Chesapeake, as well as various local historical societies. NNSY fosters strong working relationships and instills trust between the Navy and the stakeholders through open-communications via meetings, conference calls, and site visits. Currently, NNSY is part of a Tribal Cultural Affiliation Study being completed by CNRMA to identify federally-recognized tribes with ancestral ties to the land and initiate consultation with the appropriate tribes to understand their concerns and develop a protocol for future consultations.

Technical Merits & Impacts/Outcomes

With 1,200+ acres of land and numerous cultural resources adorning the landscape, proactive identification of cultural resources and development of management practices are essential. Through close coordination with the CNRMA CR Team and PWD-Portsmouth, the NNSY cultural resources program successfully integrates cultural resource management within the mission of the installation through partnerships with interested parties, including the National Park Service and the State Historic Preservation Office, and promotion of cultural resources awareness within the command, personnel responsible for project planning and execution, and local community members.

GIS (on-going): NNSY utilizes existing management tools to integrate and promote cultural resources



management. In particular, the GeoReadiness Explorer, available through the NAVFAC MIDLANT Portal to planners and other PWD personnel, captures cultural resources GIS data. The data includes boundaries of identified archaeological sites, cemeteries, areas requiring Phase I archaeological investigations, the locations of historic built environment resources. With this data, planners and project proponents identify at an early stage if their proposed work will be within a cultural resources area and engage promptly with the CRM.

Cultural Resources Training: Between December 2015 and March 2016 NNSY held three major cultural resources training events for PWD Portsmouth and NNSY employees, building monitors, and tenant command senior managers. The training consisted of sessions serving four main purposes: 1) to promote awareness of cultural resources; 2) to promote cultural resources stewardship; 3) to familiarize the audience with the

history of the NNSY; and 4) to provide a better understanding of cultural resources compliance as it relates to the day-to-day functions of the PWD and military readiness. The training included specific cultural resources examples and lessons learned from cultural resources issues from NNSY.

Norfolk Naval Shipyard Driving Tour: In an effort to further the public education initiative and promote the significant historic resources located at NNSY a driving tour was completed in 2015. The one hour driving tour of the shipyard includes a written script highlighting sixteen (16) significant resources and a discussion on the historical importance, key features, preservation challenges, preservation successes, and other interesting facts. The driving tour companion guide which includes a variety of historic drawings and photographs was also made available for use by the Public Affairs Officer and the Community Planning Liaison Officer.



First constructed in 1835, Building 3 is one of the oldest structures constructed by the Navy

Photographical Research of Naval Installations in Hampton Roads, Virginia (July 2015): This study performed research at the National Archives and Records Administration (NARA) to locate historical photographs of the Navy installations in the Hampton Roads region of Virginia. Identified photographs of NNSY, including special area St. Juliens Creek Annex, were scanned and made available on DVDs. The files include high resolution scanned versions of photographs as well as a research log that includes identification numbers, dates, locations of the images, and brief description and hard copy of the selected photographs. This comprehensive photographic archival study has provided invaluable information for past land uses and has allowed the CRM to create a timeline of land uses and building modifications streamlining SHPO consultations and reducing the need for archaeological surveys in areas where photographs showed heavy disturbance, saving the Navy time and money.

Architectural Heritage Brochure: As part of the public education/outreach program for the cultural resources program in Hampton Roads, in 2014 and finalized in 2015 the Cultural Resources staff contracted with one of our cultural resources firms to develop an Architectural Heritage brochure for senior leadership and others at our Hampton Roads installations. The brochure includes Norfolk Naval Shipyard.

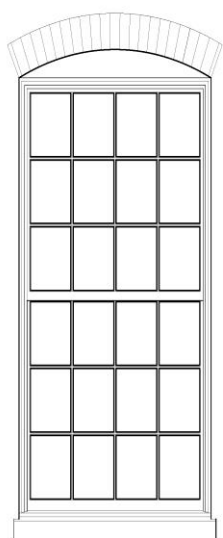
DoD Legacy Project in 2015 and 2016: Under an Office of Secretary of Defense contract NNSY and St Juliens Creek Annex were selected as the Navy's case study for repairs/replacement of historic materials particularly corrugated metal siding, pre-cast concrete and transite roofing. Guidance is being prepared on how to remedy these issues.

Interpretive Panels: Informational Boards are displayed throughout NNSY outlining the historic significance of many of the buildings, including several at Trophy Park. In 2016 many of the interpretive panels that had become warped and faded were replaced with new panels by the Cultural Resources staff.

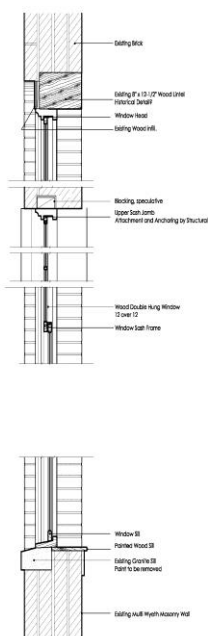
Community Outreach: NNSY has a vibrant community outreach program including the tutoring of local elementary and middle school students by Norfolk Naval Shipyard employees. In addition each Spring the installation hosts a Science, Technology, Engineering and Math Career Day at the shipyard, bringing in 50 – 100 middle school and high school students and introducing them to career opportunities that exist at NNSY. The STEM Career Day also includes introducing local students to the historic and cultural resources that exist onsite via a guided bus tour.

Orientation to the Mission

In FY15 and FY16, NNSY made great strides, striking a balance between mission requirements and cultural resources management. In particular, NNSY successfully incorporated ATFP upgrades while minimizing impacts to the integrity of the historic resources. The CRM reviewed over 112 environmental checklists, and more than 350 specific cultural resource reviews for proposed work. Additionally, the CRM completed 26 Section 106 consultation packages. The proposed work during this timeframe included a variety projects ranging from tree removals in archaeologically sensitive areas to the rehabilitation of an 1888 Timber Shed for modern office space.



Building 30 Window Plan



Working closely with the SHPO, and the Navy design management team, NNSY successfully avoided adverse effects to architectural and archaeological resources, saving the Navy money in avoided NEPA and mitigation costs and significantly shortening the project timelines between design and award. An example is the Building 30 Renovation project, a Design-Build major renovation currently in the final stages of design. Located in the historic Gosport Yard, the design for the building was extremely complex and challenging. It not only needed to honor the historic nature of the facility but had to address the needs of a modern office environment, and comply with thousands of Navy criteria for construction standards, high performance and sustainability criteria, including

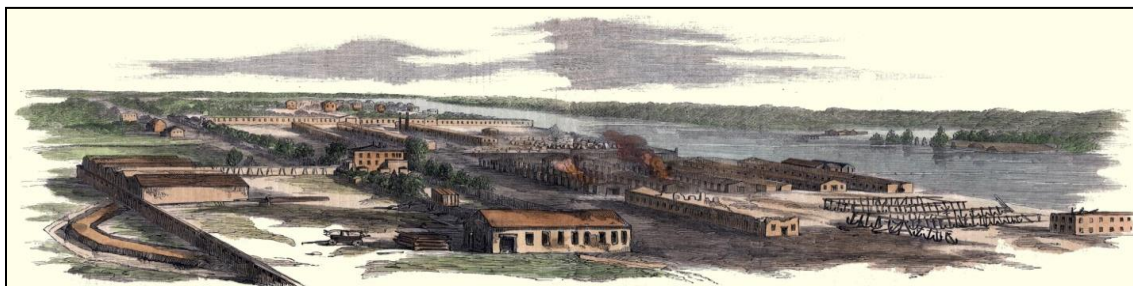
ATFP, ADA and ABA (Architectural Barriers

Act) requirements. Creative, comprehensive solutions were the result of an integrated process where the Navy Design Manager consulted directly with CNRMA CR team with questions regarding the appropriateness and detailing of the Designer of Record's designs to ensure compliance with the Secretary of Interior Standards for Rehabilitation. As part of the design, an architecture firm specializing in historic preservation was contracted to prepare a windows condition survey. This survey revealed that a majority of the original wooden windows could be repaired instead of replaced as originally thought necessary. In order to meet ATFP requirements, an ATFP compliant interior window without muntins will be anchored to the brick within the window opening. Cultural resources attended the CDW (Concept Design Workshop) and On-Board reviews, providing guidance when historical questions and changes were proposed. Cultural Resources consulted with SHPO throughout the process. The streamlined and integrated process has provided the most appropriate, comprehensive design for the building, which will impart the greatest value to the Navy for many years to come.

Stakeholder Interaction

Since the inception of the cultural resources program at NNSY, the installation has recognized the value of partnerships with internal and external stakeholders for successful management of cultural resources. In FYs 15-16, NNSY continued to foster strong relationships with external stakeholders including the Virginia Department of Historic Resources (also known as the State Historic Preservation Office (SHPO)), the Advisory Council on Historic Preservation, the National Park Service, National Trust for Historic Preservation, the Pamunkey Indian Tribe, the Catawba Indian Nation, the United Keetoowah Band of Cherokee Indians in Oklahoma, the Cities of Portsmouth, Norfolk and Chesapeake as well as various local historical societies.

During the past two years, NNSY has made a concerted effort to strengthen its internal stakeholder communications through multiple cultural resource training sessions. As a result of this training effort there has been increased awareness of the Cultural Resources Program and its importance to the installation by many employees including the Shop personnel that perform various upgrades to historic buildings. While NNSY has the distinction of having the oldest buildings in the Navy, this also requires more time and coordination with the Cultural Resources staff to avoid adverse effects on these historic resources. The CR team is constantly challenged with the need to examine all the methods work including Planned Projects, Work Permits, Service and Facility contracts, etc. and ensuring that EV and Cultural Resources staff is engaged. In 2016 for instance over 400 Work Permits were reviewed by the PWD Portsmouth EV staff and any actions pertaining to historic buildings were sent to CR.



1861 Harper's Weekly magazine depiction of the Shipyard

FY17 and Beyond

During the past two years, NSA Norfolk Naval Shipyard has shown a strong commitment to cultural resources management through the implementation of its ICRMP and innovative strategies to foster a balance between resources protection and operational requirements. The work performed in FYs 15-16 laid the framework to carry the success of the cultural resources program beyond FY17. For instance, we are planning to examine and modify if necessary Service and Facilities contracts to ensure that historic buildings are flagged. We plan to increase our work with local citizens via the Community Outreach Program, and to provide more information for employees in the Service to the Fleet newsletter that is distributed to all employees. Cultural resources training will be completed periodically to promote awareness for new employees and provide a platform for discussion on lessons learned and ways to improve the efficacy of the cultural resources program in support of changing mission requirements.